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# REPORT OF THE EXECUTIVE BOARD OF THE UNITED NATIONS DEVELOPMENT PROGRAMME AND OF THE UNITED NATIONS POPULATION FUND ON THE WORK OF ITS ANNUAL SESSION (6-16 JUNE 1994)*

* The present document is a mimeographed version of the report of the Executive Board of the United Nations Development Programme/United Nations Population Fund on its annual session (Geneva, 6-16 June 1994). It will also be issued under the symbol DP/1994/55. The reports of the first regular session (15-18 February 1994), the second regular session (10-13 May 1994), and the third regular session (October 1994) will be issued as parts I, II and IV, respectively. The reports will be combined and issued in final form as Official Records of the Economic and Social Council, 1994, Supplement No. 15 (E/1994/35/Rev.1).

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## I. ORGANIZATIONAL MATTERS

1. On 6 June 1994, the Executive Board adopted the following agenda for its annual session 1994, as contained in document DP/1994/L.3:

Item 1: Organizational matters

Item 2: Annual report of the Administrator and related matters

Item 3: Future of UNDP

Item 4: Matters relating to the programming cycles

Item 5: Location of UNDP/UNFPA headquarters

Item 6: UNFPA: Annual report of the Executive Director and programme-level activities

Item 7: UNFPA: Country programmes and related matters

Item 8: United Nations technical cooperation activities

Item 9: Office for Project Services

Item 10: Other matters

2. The Executive Board decided not to consider item 5 above and to postpone, the consideration of item 8 to its third regular session in October 1994. The Executive Board also decided to include a request from the Government of South Africa to be given recipient status under item 4. With these changes, the Board agreed to the work plan as contained in document DP/1994/L.3.

3. On 9 June 1994, the Executive Board approved the report on the second regular session, held in New York from 10-13 May 1994, with the comments received (DP/1994/9 and Corr.1).

4. On 13 June 1994, the Executive Board agreed on the work plan for the UNFPA segment with the changes suggested, including the decision of the Board taken on 9 June 1994 to postpone its consideration of the field visit reports to the third regular session. The Board agreed that future field visit reports should be considered only at regular sessions.

5. The Executive Board agreed to decide on the dates for future sessions at its third regular session 1994 on the basis of the following tentative schedule:

Regular session: 10-13 January 1995

Regular session: 24-26 April 1995

Annual session: 5-16 June 1995

Regular session: 25-29 September 1995.

6. At the conclusion of the session, the Executive Board approved the draft report on the annual session 1994 with the comments received (DP/1994/L.4 and Add.1-16).

## Documentation

7. In response to the request received from one delegation at the second regular session, the secretariat made available information on the distribution of Executive Board documentation in electronic form.

8. Two delegations expressed deep concern that the item on United Nations technical cooperation activities, which was of great importance to developing countries, could not be examined because the documentation was not available.

9. The Executive Board discussed the issue of the timeliness of documentation. One representative suggested that Board documents should not be distributed until available in all languages unless conference services had not been able to produce documents in all languages within the five- and three-week rules established by the Board at its current session.

10. The Executive Board adopted the following decision:

### 94/24. Documentation

The Executive Board

1. Decides that, pending the establishment of and without prejudice to the contents of the new rules of procedure, when reports to the UNDP/UNFPA Executive Board have not been submitted to the United Nations Office of Conference Services for translation into all official languages seven weeks (nine weeks in the case of country programmes) before the start of the session in which they are to be discussed, the relevant agenda items will be postponed until the next session of the Board unless the Board takes a decision at any stage to retain an item on the agenda on an exceptional basis.

16 June 1994

## II. ANNUAL REPORT OF THE ADMINISTRATOR AND RELATED MATTERS

### A. Annual report of the Administrator

11. The annual report of the Administrator (DP/1994/10 and Add.1-5 and DP/1994/Add.2/Corr.2) served as background information for the discussion of agenda items 3 and 4. It was therefore considered that a separate debate on the report was not needed.

12. One delegation noted the difficulties in reconciling the statistical information contained in the summary with that contained in the detailed listings of document DP/1994/10/Add.3. In this connection, the delegation queried the appropriateness of combining data on intergovernmental organizations with data concerning individual countries.

13. In response to questions raised, the secretariat noted that while experience with the programme approach remained limited, a number of tools and initiatives had been developed in the course of 1993 that would facilitate its application in most programming initiatives. It was also noted that the illustrated UNDP annual report would continue to be published as in previous years.

14. The Executive Board took note of the annual report of the Administrator (DP/1994/10 and Add.1-5) as presented.

15. A number of delegations, under various agenda items, expressed reservations about the 1994 Human Development Report, cautioning UNDP not to exceed its mandate in the economic and social spheres. One representative expressed concern about the increasing importance being attached to the Human Development Report, which had no legislative mandate from the Executive Board. Another suggested that, to minimize the controversy surrounding the reports, UNDP might want to consider a joint pre-publication review of each report by Member States and the editorial team. The Administrator said that he would take all comments into consideration and in the future ensure a more systematic peer review process in the preparation of the report.

16. The Executive Board adopted the following decision:

#### 94/15. 1994 Human Development Report

The Executive Board

1. Takes note of the observations of a number of delegations at the 1994 annual session with regard to the 1994 Human Development Report;

2. Welcomes the Administrator's intention to improve the process of consultation with Member States and other relevant international bodies to refine the methodologies used in the report with a view towards improving its quality and accuracy without compromising its editorial independence;

3. Takes note of the Administrator's intention to report back to the Board on this issue at its annual session 1995.

10 June 1994

## B. Implementation of General Assembly resolution 47/199

17. In introducing the report contained in document DP/1994/22, the Director of the Bureau for Programme Policy and Evaluation (BPPE) noted that General Assembly resolution 47/199 applied to the operational activities of the United Nations development system as a whole. Consequently, UNDP approached its implementation as a collective endeavour, involving the programme countries as well as the United Nations development system. A more comprehensive report would be submitted by the Secretary-General to the Economic and Social Council at its June 1994 session, in line with paragraph 54 of the resolution.

18. Some delegations expressed concern about the slow pace of implementing the resolution throughout the United Nations development system as a whole, an issue which would be raised at the next session of the Economic and Social Council.

19. Note was taken of the increased use of the modality of national execution although UNDP was cautioned against substituting the Office for Project Services (OPS) for national execution in nationally executed projects. One delegation requested an evaluation of UNDP experience with national execution to date.

20. Representatives suggested that decentralization and delegation of authority to the country offices be accompanied by appropriate management and accountability control mechanisms. A brief paper describing the "Ten point decentralization" package developed by UNDP was also requested.

21. While conceding the importance of the country strategy notes, a few delegations emphasized that the notes must not be imposed on recipient countries.

22. Under this agenda item, delegations referred to the 1994 Human Development Report. Their comments are contained in section II.A of the present report.

23. In response to questions raised, the Secretariat noted that the vast majority of resident coordinators were committed to implementing resolution 47/199 in their countries of service.

24. It was also explained that the country strategy note was being undertaken only in countries that so desired, as specified by the resolution. Examples of country strategy notes prepared so far would be made available to the Executive Board at its third regular session. Similarly, a brief report on the "Ten point decentralization" package would also be made available at that time.

25. The Executive Board took note of the report of the Administrator (DP/1994/22), as presented.

## C. Follow-up to the United Nations Conference on Environment and Development

26. In introducing the report contained in document DP/1994/11, the Director, BPPE, mentioned that special efforts had been made during the previous year to strengthen collaboration agreements with a number of important partners, including United Nations agencies, the private sector, non-governmental organizations (NGOs), other sectors of civil society and indigenous groups. Measures had been taken to strengthen UNDP capacities in a number of areas, including the strengthening of the Global Environment Facility and the Montreal Protocol units, the training of UNDP personnel, and the recruitment of

41 sustainable development National Officers. Efforts were under way to strengthen the United Nations Sudano-Sahelian Office in order that UNDP might play an important support role in the implementation of the Convention on Desertification currently under negotiation. Furthermore, new initiatives were planned in the areas of sustainable development strategies, trade and environment, and environmental economics.

27. Many delegations commented and expressed their thanks for the special presentation on Capacity 21. While reiterating their support for Capacity 21, they requested that in his next report, the Administrator should present details on the impact that Capacity 21 was having in supporting changes in decision-making at the national level and in mobilizing additional resources.

28. Many representatives felt that more emphasis needed to be placed in making national programmes fully participatory, including a greater role by NGOs and women groups. There was also a call to UNDP to ensure that the target of 40 per cent for least developed countries be fully met in the near future.

29. Regarding the Environmental Management Guidelines, several delegations expressed their support for UNDP efforts to incorporate good environmental management practices and commented on their high expectations on the role of the sustainable development National Officers.

30. Representatives pointed out the important role to be played by UNDP in the implementation and management of the Global Environment Facility and the Montreal Protocol as well as in the area of drought and desertification control.

31. The Executive Board took note of the report contained in document DP/1994/11 as presented.

## D. Role of UNDP in the implementation of the United Nations New Agenda for the Development of Africa in the 1990s

32. In introducing document DP/1994/12, the Director of the Regional Bureau for Africa highlighted two areas of activity of UNDP in Africa: aid coordination and support to governance initiatives. UNDP assistance in the area of governance was restricted to the provision of technical cooperation to build the necessary institutional infrastructure strictly in accordance with country priorities and upon the request of the Government.

33. Representatives commended the support UNDP was giving to African development efforts and welcomed the ongoing mid-term reviews of the National Long-term Perspective Studies and the African Capacity-Building Foundation. They expressed interest in receiving the related reports at the third regular session 1994 of the Executive Board.

34. Some delegations called on UNDP to focus its activities to achieve greater impact. One representative strongly encouraged UNDP to undertake an in-depth study of the main programmes, especially the national technical cooperation assessment and programmes (NATCAP) exercise and to consider reporting to the Executive Board on a limited number of activities at each session rather than reviewing all of its activities each year.

35. Some representatives referred to the declining levels of resources available for African programmes and called for efforts to address the situation.

36. The Executive Board adopted the following decision:

94/13. Role of the United Nations Development Programme in the implementation of the United Nations New Agenda for the Development of Africa in the 1990s

The Executive Board

1. Takes note of the report of the Administrator contained in document DP/1994/12;

2. Encourages the Administrator, African countries and the international community to continue to support the implementation of the United Nations New Agenda for the Development of Africa in the 1990s;

3. Also encourages the United Nations Development Programme to continue to participate in dialogue on resolving Africa's debt problems;

4. Requests the Administrator to report annually to the Executive Board on the role of the United Nations Development Programme in the implementation of the United Nations New Agenda for the Development of Africa in the 1990s.

9 June 1994

## III. FUTURE OF UNDP

37. The Administrator introduced the item, stating that the first annual session of the Executive Board constituted a watershed in the governance of UNDP, which had already led to a far more intimate consultative relationship between the Members and UNDP. He explained that his official statement was contained in document DP/1994/39, entitled "Initiatives for change". The Administrator reaffirmed the underlying principles of UNDP: universality, neutrality and non-conditionality, and the grant nature of its assistance. He stated that UNDP looked forward to working with all of its programme countries on the basis of their national priorities. The five reasons for change were as follows: a changing world; critique of official development assistance (ODA); a changing United Nations following the end of the Cold War; assessments of UNDP that pointed out the lack of clear mission and focus; and changes in financial resources, with a declining share of ODA and with increasing needs for emergency humanitarian and peace-keeping purposes.

38. What the Administrator sought in the "Initiatives for change" paper was to forge several emerging concepts and issues into a clearer mission and focus for the organization. The focus was built on the framework of sustainable human development, which had been developed in response to national priorities, and constituted an attempt to address the most crucial issues facing countries in their development. It was based on the frameworks established by the General Assembly and the Governing Council and the United Nations Conference on Environment and Development.

39. The Administrator underlined that the concept of sustainable human development was in no way inconsistent with the sovereign right of countries to determine their own priorities nor did it imply the establishment of any form of conditionality. Rather, the establishment of focus areas allowed UNDP to serve better, with greater effectiveness, areas determined by Governments themselves as being of highest priority and urgency. This mission had been outlined at the February 1994 Board session of the Executive Board. The initiative for change contained a series of measures that the Administrator was proposing to strengthen UNDP and its ability to serve programme countries. His aim was to propose measures that built on the guidance which the Board had given him in the past.

40. The Under-Secretary-General for the Department of Development Support and Management Services (DDSMS) addressed the Executive Board. DDSMS greatly welcomed the priorities for UNDP action, as expressed in the "Initiatives for change" paper. He shared with the Administrator the importance of collaboration between UNDP and DDSMS, as both entities were undergoing restructuring. DDSMS was developing closer links, he explained, citing the joint task force on strengthened substantive support to UNDP.

41. Delegations expressed their broad support for and appreciation of the Administrator's initiative. His ideas were innovative and forward-looking, some delegations stated, and based on solid convictions. Most congratulated the Administrator for the progress in defining the future of UNDP and for his explanation of the organization's goals and thematic priorities. The intellectual effort applied to examination of the future of UNDP was commendable. It clearly fulfilled the programme of action promised to the Executive Board by the Administrator at its first regular session. Several delegations noted that sustainable human development was completely in line with their own national objectives. Many called it an excellent set of initiatives and underlined their general agreement with the goals and patterns of action

specified. Some delegations said it could be an important input to the implementation of the Secretary-General's Agenda for development. The concept of sustainable human development was generally welcomed by speakers, with some requesting further clarification on how it would be put into practice. Several speakers asked for a clear definition of focus and a time-frame for implementation. The need for reference to national priorities was also emphasized. A few delegations noted that the sustainable human development paradigm could not be applied uniformly to all countries.

42. Regarding the areas of focus and patterns of UNDP action contained in the Administrator's report, some delegations cautioned that UNDP should not become involved in political issues and human rights questions and underlined the need for respect of State sovereignty regarding governance. The four areas outlined were broad and several delegations expressed the need for a clear programme. The focus could be complemented with the country strategy note, one delegation noted. With regard to the special initiatives mentioned in the Administrator's report, while some delegations asked if UNDP had a comparative advantage in the area of food security, one representative suggested that food security could even be a fifth focus objective. In reassuring delegations regarding the issues raised, the Administrator re-emphasized the neutrality and non-conditionality of UNDP assistance.

43. Several delegations stated that UNDP must spend carefully during the current period of limited resources, with one delegation specifying the need to invest better in human capital. One delegation suggested a more flexible allocation of resources than that currently used in the indicative planning figure (IPF) system.

44. There was widespread support for the task forces established with United Nations system development partners. It was asked that UNDP deepen its partnerships with other United Nations agencies and other entities and emphasize a rational division of labour. Several delegations enunciated strong support for the role of UNDP in coordination at the country level and asked for the strengthening of the Resident Coordinator function. Some delegations stated that sustainable human development provided the right framework for strengthened aid coordination. Several underlined the importance of General Assembly resolution 47/199 as a tool for coordination. Institutional changes included in the Administrator's report were generally supported. One delegation requested UNDP to provide a new organizational chart and corporate plan based on the changes.

45. Under this agenda item, delegations referred to the 1994 Human Development Report. Their comments are contained in section II.A of the present report.

46. The Administrator responded to questions from delegations throughout the discussion. He emphasized that the goals and objectives of UNDP would continue to be developed and shared with the Executive Board.

47. One representative proposed that the Administrator should be encouraged to undertake the necessary adjustments of various units, such as the Division for Eastern Europe and the Commonwealth of Independent States, as part of the organizational restructuring to enhance the ability of UNDP to fulfil its mission.

48. The Executive Board adopted the following decision:

## 94/14. Future of UNDP

The Executive Board

1. Commends the Administrator on his report entitled "Initiatives for change" (DP/1994/39), and welcomes the initiatives proposed therein;

2. Supports the global framework for the United Nations Development Programme set out in the report and agrees that the overall mission of UNDP should be to assist programme countries in their endeavour to realize sustainable human development, in line with their national development programmes and priorities;

3. Encourages the Administrator to continue his efforts to focus the programme of UNDP by operationalizing the three goals and four priority areas outlined in the report, taking into account the views expressed at the 1994 annual session and the ongoing discussions on the successor arrangements to the fifth programming cycle;

4. Emphasizes that national development priorities shall be the primary determinant of UNDP-supported programmes, which must remain country-driven;

5. Takes note of the organizational restructuring proposed by the Administrator to enhance the ability of UNDP to fulfil its mission, and encourages the Administrator to undertake the necessary adjustments to this end;

6. Requests the Administrator to report back to the Executive Board at the 1995 annual session on his progress in moving the agenda of UNDP forward as outlined in paragraph 3 of the present decision.

10 June 1994

## IV. MATTERS RELATING TO THE PROGRAMMING CYCLES

### A. Fifth programming cycle

49. The Administrator introduced the report on this item (DP/1994/18). He stated that the purpose of the mid-term review of the fifth programming cycle was to seek the authority of the Executive Board to adjust existing programming levels in line with the current resource outlook, as well as to take actions to support the initiatives for change and the transition to the next programming period. He briefly highlighted the proposals for the consideration of the Board as summarized in paragraph 31 of document DP/1994/18.

50. There was broad support for the Administrator's proposals. Many delegations, however, regretted the decline in resources that had necessitated the reduction of IPFs and Special Programme Resources (SPR) by 30 per cent from the originally established levels. Several delegations called special attention to the disruptive impact those reductions would have on both planned and ongoing programmes. There was general agreement that more predictability was required in resource mobilization and planning, an issue that could be considered in the context of the discussions of the next programming period. In that regard, some delegations questioned whether it was realistic to use a 4 per cent growth rate in voluntary contributions for 1995 and 1996.

51. Delegations noted the importance of the SPR during the first half of the fifth cycle and its positive contributions towards promoting the six areas of concentration stipulated in Governing Council decision 90/34. There was consensus that the additional programming flexibility requested by the Administrator to redeploy remaining resources within each SPR category was both acceptable and necessary, especially in view of the limited amount of unprogrammed SPR resources remaining in the fifth cycle.

52. There was also general support for the borrowing arrangements proposed by the Administrator. One delegation suggested that resources be shifted from inactive country programmes to other country programmes, as a move away from the entitlement concept that had emerged over time. Several other delegations indicated that those countries unable to spend their full IPFs during the fifth cycle should continue to have access to those resources in future years.

53. The transfer of unutilized resources from TSS-2 to TSS-1 and the establishment of a technical support facility for the smaller technical agencies were supported by several delegations. Other delegations, while generally supporting those proposals, wondered whether it might be preferable to postpone their consideration to the October 1994 session of the Executive Board, when the subject of support costs was scheduled for review.

54. The Executive Board adopted the following decision:

#### 94/16. Mid-term review of the fifth programming cycle

The Executive Board

1. Notes the revised resource framework for the fifth cycle as set out in document DP/1994/18;

2. Approves the expenditure targets specified for indicative planning figures and Special Programme Resources as outlined in table 1 of document DP/1994/18;

3. Approves revised indicative planning figures for individual countries and programmes and Special Programme Resources as set out respectively in tables 2 and 3 of document DP/1994/18, at 70 per cent of originally established levels, while urging the Administrator to continue his endeavour to find resources to enable the restoration of indicative planning figures to the original levels and report back on the results of his efforts to the Board at its next regular session;

4. Authorizes the Administrator to redeploy resources within each Special Programme Resources programme category as set out in paragraph 16 of document DP/1994/18, excluding region-specific subprogrammes;

5. Approves borrowing arrangements as set out in paragraph 19 of document DP/1994/18;

6. Takes note of the proposals of the Administrator to redeploy resources within the revised earmarkings for support cost arrangements, described in section II D of document DP/1994/18, but defers consideration to the October session 1994 of the Board, when the subject of support cost arrangements is to be reviewed.

10 June 1994

## B. Sixth programming cycle

55. The Director, Bureau for External Relations (BER), introduced document DP/1994/20, explaining that it was intended to facilitate discussion of issues related to successor arrangements to the current programming cycle, which were scheduled to be established in June 1995. At the conceptual stage, the paper did not present explicit options but rather sought direction on the principles that should guide future technical studies and consultations. It was suggested that discussion of the subject be divided into three clusters: programming objectives; financial mechanisms; and resource distribution.

56. Delegations expressed their appreciation for the comprehensive and useful document. Several delegations stated that comments at the current stage should be considered preliminary and that a process to continue consultations would have to be determined.

### Programming objectives

57. Many speakers noted that programming objectives should be linked to the future role of UNDP, which had been discussed in the context of the "Initiatives for change" paper (DP/1994/39). A number of delegations reiterated that programming should be in line with national priorities, in recognition of the diversity of development needs.

58. Many delegations stated that the principles of universality, neutrality, multilateralism and the voluntary and grant nature of assistance should remain fundamental to the various elements of the UNDP programming framework.

Financing mechanisms

59. While many delegations recognized the problems and risks associated with the present system, several representatives pointed out that some of the deficiencies were not inherent to the machinery itself. Some delegations encouraged an exploration of alternative financing mechanisms, noting the relevance to that work of the General Assembly's upcoming deliberations relating to resolution 48/162.

60. Many delegations expressed strong concern about the decline in core contributions, which were essential for the main mission of UNDP, and requested the Administrator to intensify efforts to increase core resources.

61. Noting the considerable increase in non-core funding, several delegations requested more information on core and non-core resource trends. Two delegations stated that the Executive Board should consider whether its decision on future programming should cover both core and non-core resources.

62. Many speakers commented on the duration of the programming cycle and ways of reducing its programmatic and financial risks. While some delegations suggested that the current five-year duration of the cycle should not be shortened, many representatives favoured exploring a reduced duration. Additionally, several delegations supported the concept of a rolling IPF system and requested that the matter be explored in detail. A few representatives suggested that options not involving a priori distribution of funds should also be examined.

Resource distribution

63. With respect to the distribution methodology, some delegations favoured an examination of alternative determinants. Several representatives suggested that the current methodology, based mainly on tested criteria, including population and per capita gross national product (GNP), should be continued and refined through a revision and possible expansion of the supplementary criteria and adjustment of various calculation weights.

64. On funding distribution, there was general agreement that lower-income countries should receive priority. A number of representatives highlighted the special needs of certain countries such as small island developing nations and economies in transition. Many delegations also recognized that modest IPFs can serve as a critical catalyst for additional resource mobilization.

65. The possibility of increasing SPR allocations received favourable reaction although many delegates emphasized that existing SPR programmes would require in-depth review and evaluation. There was also support for exploring increased allocations for regional and intercountry programmes, with a number of delegates noting the complementarity between national and international agendas. The Secretary-General of the World Meteorological Organization appealed for a share of resources to be reserved for science and technology and for increased regional allocations.

66. Several delegations supported the examination of the net contributor country (NCC) criteria, including alternative thresholds and the possibility of linking reimbursability of IPFs to mobilization of additional funding.

67. The Executive Board adopted the following decision:

94/17. Issues relating to the sixth programming cycle

The Executive Board

1. Reaffirms the principles of eligibility of all recipient countries on the basis of the fundamental characteristics of the operational activities of the United Nations Development System, which are, inter alia, universality, neutrality, multilateralism, the voluntary and grant nature of assistance and the capacity to respond to the needs of all recipient countries in accordance with their own policies and priorities for development;

2. Notes that the debate on the future role of the United Nations Development Programme is closely linked with the process leading to a decision on the next programming period;

3. Considers document DP/1994/20 an important contribution to consultations on establishing the structure of the next programming period of the United Nations Development Programme, and notes that it identifies the following clusters of issues:

(a) Programming objectives;

(b) Resource distribution;

(c) Financing mechanisms;

4. Decides to continue its consideration of these issues at its upcoming regular sessions, with a view to reaching a final decision on the next programming period at its 1995 annual session;

5. Requests the Administrator to outline a possible structure of further deliberations and to prepare further documentation for the third regular session of the Board, addressing in particular the following points:

(a) The development of the Administrator's "Initiatives for change" as he intends to apply them to the next programming period;

(b) Options for the revision of the indicative planning figure programming framework;

(c) Options for the revision of resource distribution methodology, including:

(i) Eligibility criteria and graduation;

(ii) Supplementary criteria and weights.

10 June 1994

C. South Africa

68. Following the introduction of the note of the Administrator (DP/1994/38) transmitting a request from the Republic of South Africa to be given recipient status, the representative of South Africa presented the request to the Executive Board, emphasizing the efforts of his Government to redress the

imbalances within the country and outlining the programme for the socio-economic and human development of South Africa. He expressed appreciation of UNDP support to date and looked forward to continued collaboration in future.

69. Speaking on behalf of their respective regions, the representatives of Bulgaria, Cuba, Gambia, Norway and Pakistan all welcomed the request of the Republic of South Africa and supported the Administrator's recommendation contained in document DP/1994/38.

70. The Director of the Regional Bureau for Africa explained the administrative and budgetary arrangements for the setting up of a UNDP office in South Africa. She explained further that programme development in the country would be carried out in close cooperation with the Government, taking into account other development activities being undertaken in the country.

71. The Executive Board adopted the following decision:

94/11. Matters relating to the programming cycles: South Africa

The Executive Board

1. Welcomes the Republic of South Africa as recipient country in the United Nations Development Programme;

2. Decides to authorize the Administrator to allocate an indicative planning figure of $10 million to the Republic of South Africa for the remaining period of the fifth cycle, as recommended in annex II of document DP/1994/38.

8 June 1994

## V. LOCATION OF UNDP/UNFPA HEADQUARTERS

72. On 6 June 1994, the Executive Board decided not to consider this agenda item.

## VI. UNFPA: ANNUAL REPORT OF THE EXECUTIVE DIRECTOR AND PROGRAMME-LEVEL ACTIVITIES

### A. Annual report of the Executive Director

73. The Executive Director introduced the annual report of UNFPA for 1993 (document DP/1994/44). She noted selected financial and programme highlights provided on pages 2 to 4 of the report, including information on income levels for 1993, the projected resource situation for 1994, the percentage of allocations to priority countries, as well as pertinent aspects of the Fund's efforts to improve the quality of its programme activities and of its technical assistance. These included, among other things, the promotion of family planning within a broader context of reproductive health-care services and the empowerment of women in terms of reproductive rights and reproductive freedom.

74. Following a brief introduction of the business before the Council, the Executive Director presented some thoughts on UNFPA's future role, reflecting in particular on the Programme of Action that would likely emerge from the International Conference on Population and Development (ICPD) being held in Cairo, Egypt, in September 1994. She said the draft document provided a number of important directions for UNFPA. The overarching goals of the Fund would remain the total and explicit integration of population considerations into all plans and strategies for sustainable development.

75. The single most important theme emerging from the ICPD process had been the importance of empowering women, both as an end in itself and as a prerequisite for achieving sustainable development. Given the immensely important role that education played in empowering women, UNFPA would try to accelerate its advocacy to intensify efforts to educate girls. A significant outcome of the ICPD, with implications for UNFPA, would be a broader definition of sexual and reproductive health, the application of which the Fund would promote worldwide. She said that particular attention would be given to areas that had been neglected in the past, including reproductive-tract infections, sexually transmitted diseases, including HIV/AIDS, and infertility, among others.

76. Numerous delegations welcomed the new format of the Executive Director's annual report, in particular the more analytical approach, the use of lessons learned in support of the analysis, and the focus on vital thematic issues. A number of delegations appreciated the self-critical evaluation of important themes, noting that such objective analysis was a necessary first step to improving outcomes of projects and programmes. Several, however, recommended that future reports should have a more strategic focus and be output- or results-based. One delegation would have preferred a different style of report - one that provided more detail on the activities of the year, as well as a vision for the future and the personal views of the Executive Director. Another thought the report would have been more useful had it analysed UNFPA's progress and performance during the year in delivering its key outputs.

77. Delegations strongly supported UNFPA's efforts to broaden the scope of its programme to encompass a more comprehensive approach to family planning as part of reproductive health care. They also welcomed efforts to make the prevention and treatment of sexually transmitted diseases, including HIV/AIDS, an integral component of reproductive health. Many, however, wished to know more about how UNFPA was addressing the strategic and programmatic implications of this commitment. More specifically, several delegations inquired: (a) whether the Fund had developed indicators to assess the quality of reproductive health care;

and (b) to what extent the Fund had been able to operationalize the concept of reproductive health care.

78. Numerous delegations focused on specific items covered in the report. Many welcomed the attention given to cost-recovery schemes and private-sector participation in family planning programmes. Several noted, however, that efforts in these areas appeared to be somewhat inconclusive. They therefore asked if UNFPA was committed to ensuring access to family planning services through private as well as public channels. Delegations endorsed UNFPA's continuing support for micro-enterprise projects, which sought to link family planning activities with efforts to enhance women's ability to earn income. One delegation noted, however, that the Fund should avoid entering areas where other organizations had a comparative advantage over UNFPA. Another asked how such projects would be integrated with information, education and communications activities.

79. Delegations generally valued UNFPA's support of, and participation in, efforts to establish and further develop a United Nations joint and co-sponsored programme on HIV/AIDS. Several stressed the importance of allocating more resources to HIV/AIDS prevention activities and of exchanging knowledge and information with one another. One delegation considered such a joint programme an extremely valuable tool in empowering Governments to address the multisectoral impact of HIV/AIDS and in improving donor coordination in partnership with those national efforts. The delegation therefore recommended that the Executive Board encourage UNFPA to continue its excellent record of cooperation in this area within the context of Board decision 94/6, which had been adopted at the Board's second regular session in May.

80. A number of delegations commented on the need for a strategic focus for UNFPA's activities and on its future directions, noting the importance of the forthcoming Cairo Conference as a benchmark that would give new impetus to global efforts to integrate population concerns into the development process. Several noted that it might be necessary to further focus UNFPA assistance on a selected number of countries and on specific sectors in order to avoid the dilution of efforts and the resulting reduction in the quality and impact of activities. Many stressed the importance of working with non-governmental organizations (NGOs), in particular with national NGOs.

81. One delegation observed that the current method of reporting on completed activities such as workshops and training was of limited use in assessing programme implementation. It therefore recommended identifying objectives at the beginning of the year and assessing them at the end of the year. Another delegation, while supporting the priority country system, wondered why the priority countries in the Arab States region had not received a larger share of resources. It suggested that UNFPA should develop methods to concentrate resources on those countries most in need. A third delegation said that criteria should be developed to facilitate the orderly phasing out of support when the objectives of country programmes had been achieved.

82. Delegations fully endorsed UNFPA's efforts to empower women, stressing the need to pursue such activities in the context of national priorities and the cultural values and traditions of individual countries. Many remarked that it would be important for UNFPA to define its particular niche in this area. Several emphasized the importance of education as a key to the success of family planning programmes in developing countries, especially that of young girls and women.

83. Numerous delegations addressed the Fund's financial situation as well as its management of resources. Many noted with concern the 7.8 per cent drop in UNFPA's income from 1992 to 1993 and called upon the international donor community to increase its support for the Fund. A number of delegations also expressed concern over UNFPA's underexpenditure of resources during the year as well as over the increase in the percentage of the Fund's administrative and programme support services (APSS) budget in relation to income. Several delegates raised questions about how this ratio was calculated.

84. A number of delegations noted UNFPA's efforts to implement General Assembly resolution 47/199, in particular as regards such aspects as the harmonization of programming cycles, the programme approach, decentralization and national execution, and national capacity-building. With particular reference to decentralization and the efforts to extend total programme approval authority to 12 countries on a trial basis, one delegation expressed the hope that such a procedure would accelerate programme implementation. Two delegations, however, noting that the reporting on the status of implementation of resolution 47/199 was headquarters-centred, recommended that, in future, such reporting be broadened to include the field perspective.

85. The Executive Director thanked delegations for their generally positive comments on the annual report and sought the Board's guidance on how to improve it. In response to delegates' concerns about cost-recovery schemes and private-sector participation in programmes, she acknowledged that initial efforts had not been fully encouraging. None the less, UNFPA had undertaken a joint cost-recovery exercise with the International Planned Parenthood Federation (IPPF) and had contacted some national business councils with a view to setting up programmes to provide services in the industrial sector in developing countries. She assured delegations that although the task ahead was a difficult one UNFPA was committed to doing more work in this area.

86. The Executive Director welcomed the Executive Board's strong support for the Fund's more comprehensive approach to reproductive health care. She explained that the new approach had emanated from the experience of past years and that, while criteria were being developed to help measure the quality and effectiveness of services, the approach was still in the developmental stage. The Executive Director said that UNFPA recognized the need to sharpen the focus of its activities, noting in this context that the concentration of the Fund's resources was part of the ongoing dialogue. She agreed that the Fund's financial assistance should be concentrated in those countries most in need, and she sought the Board's guidance in this area.

87. Concerning the question of setting Fund-wide objectives at the beginning of the year, the Executive Director indicated that the suggestion merited some consideration. She pointed out, however, that this would be a rather difficult task. There was also a need to discuss what types of criteria should be used. Commenting on the question of the allocation of resources to the Arab States region in the context of the priority-country system, the Executive Director pointed out that the system had been established as a way of concentrating UNFPA resources on a global rather than a regional basis. She expressed hope that in future discussions it would be possible to sharpen further the Fund's priority country system.

88. With regard to the need to phase out financial assistance when country programme objectives had been achieved, the Executive Director pointed out that a few countries had already reached this stage. She stressed in this regard, however, that such countries would continue to receive technical assistance,

should they request it. She further noted that most of those countries were currently involved in South-South cooperation activities. The Executive Director expressed total agreement with the need to work with NGOs and noted that UNFPA continued to work with a wide variety of NGOs, both at the national and international level.

89. The Executive Director identified three main reasons for the Fund's underexpenditure during the year: the uncertainty of UNFPA's funding situation, in particular in view of the fluid nature of voluntary contributions and information from some donors that they might be forced by economic uncertainties to reduce funding levels; the suspension of UNFPA activities in a number of countries owing to civil unrest; and the realization of an $8 million saving in the APSS budget. She stressed that the uncertainty over funding made it extremely difficult to ensure a steady utilization of resources throughout the year. As for the increase in the percentage of the APSS budget relative to income, the Executive Director noted that the administrative costs had been determined in the biennial budget and thus were essentially fixed costs that had been calculated relative to income assumptions for the period of the budget.

90. The Executive Board took note of the annual report (DP/1994/44) of the Executive Director as well as of the comments made at the session.

91. Under this agenda item, the Executive Board adopted the following three decisions:

94/21. Commemoration of the twenty-fifth anniversary of the operations of the United Nations Population Fund

The Executive Board

1. Recommends to the General Assembly that it allocate a plenary meeting during its forty-ninth session (1994) to the commemoration of the twenty-fifth anniversary of the operations of the United Nations Population Fund;

2. Requests the Executive Director to make all necessary preparations for this commemoration.

16 June 1994

94/22. United Nations joint and co-sponsored programme on HIV/AIDS

The Executive Board

1. Supports participation of the United Nations Population Fund in the new United Nations joint and co-sponsored programme on HIV/AIDS in a manner as set forth in paragraphs 1 and 3 of its decision 94/6 of 10 May 1994;

2. Requests the Executive Director to transmit the present decision to the other co-sponsoring organizations as well as to the Economic and Social Council.

16 June 1994

94/23. Implementation of General Assembly resolution 47/199

The Executive Board

Requests the Administrator of the United Nations Development Programme and the Executive Director of the United Nations Population Fund to incorporate feedback from their field offices, including on problems encountered, in their reports on the implementation of General Assembly resolution 47/199.

16 June 1994

B. Update on the review and assessment exercise

92. The Executive Director introduced the report on this item (DP/1994/48) as part of the report of the Executive Director for 1993 (DP/1994/44). She stated that the report had been prepared in response to Governing Council decision 93/27 A. She informed the Executive Board that the report was based on the review of the last 25 years of experience of the Fund. UNFPA planned to further revise the report taking into account the views of the Board as well as the decisions and agreements emanating from the 1994 International Conference on Population and Development (ICPD) and to present it to the Board in 1995.

93. Several delegations commented on the report. There was broad support on the main contents of the report. Several delegations appreciated the report as brief, objective, self-critical, and informative. The seven main issues highlighted by the report received full endorsement from many delegations. Some delegations, however, made several suggestions and sought clarifications on the future directions of the Fund with regard to the priority issues and aspects of the population and development programme UNFPA intended to support in the future. The Board noted the improvements that had taken place in the demographic situation in many developing countries during the period 1969-1994 and appreciated UNFPA's contribution in this regard. Some delegations emphasized the need to prioritize the substantive areas of support for UNFPA assistance taking into account countries' own needs and the comparative advantage of UNFPA.

94. Several delegations emphasized the need to give special attention to broad population policy issues, such as high and increasing levels of rural-to-urban migration, the special needs of adolescents and ageing populations, and size of the population, when formulating criteria for UNFPA assistance to countries. There was also broad support for the UNFPA programming process - the Programme Review and Strategy Development (PRSD) exercise; the Fund's technical support services (TSS) arrangements, including the establishment of the Country Support Teams (CSTs); and decentralization to the field offices - all of which had contributed to effective programme planning and implementation.

95. Responding to questions and comments from the delegations, the Executive Director welcomed the positive comments on the report and appreciated the valuable suggestions made by the delegations. She reiterated the need for further review and discussion on the future directions of the Fund taking into account the recommendations of the Draft Programme of Action of the ICPD 1994 and decisions and agreements reached at Cairo. She particularly pointed out the need to address the issue of the sustainability of programmes in countries that had already achieved considerable successes in addressing the population and reproductive health needs of their countries. She further suggested that in such countries national financial resources had to be mobilized on a sustained

basis with the international community providing only technical support. She agreed with delegations that criteria for UNFPA support to population programmes had to be revised in order to concentrate financial and technical support in those countries that needed such resources the most.

96. The Executive Director informed the Board that the seven issues identified in the report were neither exhaustive nor presented in any order of priority. There were other issues, such as support to women's reproductive health needs during emergencies, among others, that needed to be included in this list. She proposed that the revised report reflecting this discussion and the decisions and agreements reached at the Cairo Conference be presented to the Executive Board at its 1995 annual session.

97. The Executive Board took note of the report (DP/1994/48) of the Executive Director as well as comments made at the session.

## C. Periodic report on evaluation

98. The Deputy Executive Director (Programme) introduced the Executive Director's periodic report on evaluation (document DP/1994/46). He noted that the report summarized UNFPA efforts during the biennium 1992-1993 in relation to project evaluations, thematic evaluations, Programme Review and Strategy Development (PRSD) exercises and feedback as well as use of evaluation results. The Fund's future plans in the area of evaluation were also indicated. He drew attention to the annex to the report, which outlined the findings of a review of the PRSD experience.

99. Many delegations welcomed the candour and substantive content of the report. There was a consensus that UNFPA should continue to emphasize evaluation of its programmes in order to provide inputs to sound management decisions. One delegation pointed out the importance of analysing programme achievements and outcome in this regard. Delegations strongly supported initiatives taken to strengthen the feedback, dissemination and use of evaluation results. In this connection, some delegations recommended wider dissemination so that evaluation findings could be accessible to the entire population community.

100. While expressing their appreciation of the candid findings of the review of the PRSD experience, some delegations were concerned with the problems identified and urged follow-up action to address them. Specifically, evaluation of programme performance and capacities of executing/implementing agencies should guide programme and strategy development. Two delegations referred to the importance of identifying successful projects and programmes as opposed to less successful ones. One delegation referred to the importance of quantitative analysis of evaluation findings. The Administration agreed with this and indicated that it would undertake an evaluation of its executing agencies in 1996.

101. The Executive Board took note of the report (DP/1994/46) of the Executive Director as well as of the comments made at the session.

## D. Work plan and financial implementation of programmes

102. The Deputy Executive Director (Policy and Administration) introduced the work plan for 1995-1998 and request for programme expenditure authority (document DP/1994/45) and the status of financial implementation of Governing Council-approved country programmes and projects (document DP/1994/49). He noted that while the income of UNFPA had been lower than that in 1992 he was confident that this decrease had been a one-time event. He mentioned in particular the fact that the United States Government had returned as a major donor of UNFPA and that the International Conference on Population and Development (ICPD) would likely have a positive impact on fund-raising - both of which justified the income assumptions used in the work plan. He noted that the work plan followed the traditional approach and did not foresee any major changes in the intended use of programme resources, as compared with the pattern of the recent past. With respect to the status of financial implementation of country programmes and projects, he observed that, as shown in the report, UNFPA had allocated resources to country programmes largely as scheduled, with delays being caused mostly by political events in the respective recipient countries.

103. Delegations expressed broad support for both reports. However, they expressed concern about the large carry-forward of resources, which totalled some $47 million at the end of 1993. Those speaking on the subject noted the need for sound managerial action to improve project implementation. In this regard, the Administration gave explanations on two issues: (a) the efforts made by UNFPA to improve project implementation qualitatively and quantitatively, as well as to improve project monitoring - both of which would help avoid some of the delays experienced in the past; and (b) the difficulties of matching income with expenditures for any year, given the fact that the income was known only when the year had already ended and that the expenditures of any given year were dependent upon allocations made already prior to the year in which the funds were spent. This latter problem was exacerbated by the considerable uncertainty of income levels that had prevailed when the allocations for 1992 and 1993 had been made. Despite these explanations, delegations stressed the importance of the Administration's developing new management measures to bring the serious problems of large carry-forwards of resources and slow programme implementation under control.

104. Delegations also expressed concern on the income assumptions for the years 1995-1998, which were based upon annual increases of 6 per cent, which some felt was overly optimistic. On the other hand, one delegation stated that, in view of the impetus to fund-raising expected from the ICPD, this estimate should actually be higher. Several delegations commented on the intended use of programme resources, inter alia, by suggesting increased proportions to Africa or reduced proportions to intercountry activities.

105. Several delegations commented on the fact that - in spite of savings on the administrative and programme support services (APSS) budget of $17.5 million for the biennium 1992-1993 - the proportion of the APSS budget appeared too high, be it calculated as a percentage of income or as percentage of programme expenditures. Some felt that this was the result of income assumptions which in the past had been too high. The Administration replied in detail on the budgetary process, explaining why the APSS budget could not be expected to respond, to a significant extent, to fluctuations in income during the period of the biennial budget. Moreover, the Administration indicated that further budget reductions could possibly hinder programme implementation. At the same time, the Administration detailed the efforts that had been made to save $17.5 million

in the APSS budget in 1992 and 1993, out of the original total net appropriations of $104 million.

106. During the discussion, one delegation proposed that the Executive Director report on possible steps to be taken by UNFPA to reduce further the APSS budget.

107. The Executive Board adopted the following decision:

94/20. Work plan for 1995-1998 and request for programme expenditure authority

The Executive Board

1. Takes note of the Executive Director's programme resource planning proposals as set out in paragraphs 7 to 15 of document DP/1994/45;

2. Approves the request for 1995 programme expenditure authority at a level equal to programmable resources for 1995, currently estimated at $224 million;

3. Takes note of the following estimates of new programmable resources from regular resources for the 1996-1998 period: $241.5 million for 1996; $255.0 million for 1997; and $270.5 million for 1998;

4. Also takes note of the following estimates of new programmable resources from multi-bilateral funding: $15 million per year for the years 1995-1998.

16 June 1994

## E. Global Initiative on Contraceptive Requirements and Logistics Management Needs in Developing Countries in the 1990s

108. The Director of the Technical and Evaluation Division introduced the Executive Director's report on the Global Initiative on Contraceptive Requirements and Logistics Management Needs in Developing Countries in the 1990s (document DP/1994/47). He noted that the report was divided into two sections. The first section contained an update of the estimates of global contraceptive requirements, including condom requirements for HIV/AIDS prevention, for the period 1994 to 2005; the second section contained a progress report on the activities of the Global Initiative. He noted that the new estimates of contraceptive requirements were higher than previous estimates and drew attention to the fact that more detailed information on global requirements was available in the recently published UNFPA Technical Report No. 18. Finally, he briefly described the nine in-depth country studies that had already been completed, and the further three studies that were being planned.

109. Delegations welcomed the report and expressed their strong support and encouragement for the activities of the Global Initiative, endorsing its continuation in 1994 and 1995. A number of delegations expressed their desire to receive further information, in due course, on what concrete actions had been taken in countries in response to the recommendations of the in-depth country studies. There was also general support for the view that future estimates of contraceptive requirements should be based, to the extent possible, on unmet

needs methodologies rather than on the basis of demographic projections. A number of delegations noted the importance of widely disseminating, and translating, as appropriate, the reports of these studies.

110. In regard to global contraceptive requirements, a number of delegations were pleased to note that new figures included estimates for unmarried women, as well as estimates of condoms for HIV/AIDS prevention prepared by the World Health Organization Global Programme on AIDS (WHO/GPA). Some delegations also noted the need for UNFPA to continue to support the local production of contraceptives in countries where sufficient demand existed and where such production was feasible. A number of questions were also raised as to the sources of supply, and how such global figures were very much affected by the situation in two or three countries with very large populations. Finally, the need to pay greater attention to logistics management requirements at the country level was also noted.

111. In response to the suggestion that future estimates of contraceptive requirements should be based on unmet needs rather than on the basis of demographic projections, UNFPA agreed to report to the Board in 1995 on the appropriate methodology to be used for this purpose. The Fund also agreed to provide the Board with further information on what concrete actions had been taken in countries in response to the recommendations of the in-depth studies. UNFPA noted that sufficient financial support was available, through extrabudgetary resources from the Australian International Development Assistance Bureau and the World Bank, to continue the work of the Global Initiative until the end of 1995.

112. The Executive Board adopted the following decision:

94/19. Global Initiative on Contraceptive Requirements and Logistics Management Needs in Developing Countries in the 1990s

The Executive Board

1. Takes note of the report of the Executive Director on the Global Initiative on Contraceptive Requirements and Logistics Management Needs in Developing Countries in the 1990s (document DP/1994/47);

2. Endorses the continuation of the work of the Global Initiative;

3. Authorizes the Executive Director to make appropriate arrangements, through the use of project funds, to continue the work of the Secretariat of the Global Initiative for a further two-year period;

4. Requests the Executive Director to submit to the Executive Board in 1995 a status report on the Global Initiative as well as proposals for continuing its work beyond 1995, if necessary.

16 June 1994

## VII. UNFPA: COUNTRY PROGRAMMES AND RELATED MATTERS

### A. Country programmes

#### 1. Islamic Republic of Iran

113. One delegation, while supporting the proposed programme and commending UNFPA for its quality, sought clarification on a few issues. Specifically, the delegation referred to the proposed coordination between UNFPA on the one hand and the United Nations Children's Fund (UNICEF) and the World Health Organization (WHO) on the other and inquired whether the substantive areas of these agencies in the Islamic Republic of Iran were population-related. The delegation also asked whether the training proposed in the area of maternal and child health and family planning (MCH/FP) had been assessed by the June 1993 Programme Review and Strategy Development (PRSD) mission. The delegation further inquired whether programme projects would be audited and by whom, and what additional measures were envisaged in order to ensure adequate financial management of and technical support for the proposed programme.

114. The Director, Asia and Pacific Division (APD), responded that UNICEF's and WHO's substantive areas in the Islamic Republic of Iran were indeed population-related, with UNICEF focusing on family planning and WHO on the training of health personnel in the Ministry of Health. The Director confirmed that the MCH/FP training had been assessed during the PRSD mission by the Country Support Team (CST) adviser based in Kathmandu. He also confirmed that the same audit procedures that applied in other countries would be applied in the Islamic Republic of Iran. No difficulty was foreseen in that regard. Likewise, no problem was anticipated in regard to the financial management of and technical support for the proposed programme. The Director noted, in this context, that the local UNFPA office in Teheran was staffed by a Country Director and two National Professional Officers. Additional backstopping would be provided by the CST team in Kathmandu, technical staff from Headquarters and by NGOs, as appropriate.

115. The Executive Board approved the country programme for the Islamic Republic of Iran (DP/FPA/CP/137).

#### 2. Maldives

116. One delegation commented on the unique geographical situation of the Maldives, noting its similarity to the situation faced by other small island countries in regard to population, environment and sustainable development. The delegation expressed concern that without an appropriate strategy to address these problems, the country would face severe problems. He therefore supported the proposed programme and urged its approval by the Executive Board. Another delegation, noting the difficult geographical characteristics of the Maldives, asked whether community-based distribution would be used as a strategy to make contraceptives available to hard-to-reach areas. She also inquired about the steps taken to strengthen the management capacity of the UNFPA local office. A third delegation asked for clarification on the starting date of the proposed programme, as it appeared that the programme had already started implementation as of January 1994.

117. The Director, APD, noted his appreciation for the support expressed by delegations for the proposed programme, noting UNFPA's commitment to continue

its cooperation with the Government of the Maldives. He further commented on the change in attitude in the country in favour of population programmes, alluding to the fact that only a few years ago, contraceptives were illegal; now they were strongly supported by the Government and by very active NGOs. The Director confirmed that community-based distribution would be used during programme implementation. Concerning the strengthening of the management capacity of the local office, the Director indicated that in addition to the support already provided by the UNFPA Representative in the Maldives and by the national professional staff (a former official of the Ministry of Health), UNFPA was considering fielding a MCH/FP adviser and a United Nations Volunteer specialist. With regard to the starting date of the proposed programme, the Director stated that it had in fact started as of January in accordance with established Governing Council practice.

118. The Executive Board approved the country programme for the Maldives (DP/FPA/CP/138).

### 3. Philippines

119. Numerous delegations expressed their support for the proposed programme. Several stressed the importance of coordination, in particular in view of the highly decentralized nature of the programme. Many welcomed the programme's emphasis on national capacity-building and its use of Local Government Units and NGOs to reach previously underserved areas through a combination of information, education and communications (IEC) activities and the expanded delivery of family planning services. One commended the programme's focus on women and adolescents. Another was pleased that UNFPA was able to provide assistance in accordance with government priorities. Several also noted some concerns. One asked how the programme would seek to strengthen the link between IEC activities and programme delivery. Another asked if the monitoring and evaluation of the programme would differ from standard UNFPA practice, as implied in the report. A third thought the proposed method mix would be extremely costly and difficult to manage logistically. This same delegation asked more generally what criteria UNFPA used to cost out its country programmes.

120. The Director, APD, thanked delegations for their strong support. He agreed that effective coordination was essential to the programme's success, and he noted that UNFPA had already been meeting regularly with other donors active in the country. He said he was confident that the Government would increasingly take over the responsibility for coordination as the Commission on Population gained in prominence. He said that the UNFPA Country Support Team in Bangkok would continue to provide the technical backstopping required to ensure an effective link between IEC activities and programme delivery. He further noted that the high degree of decentralization of activities to the local level necessitated the additional monitoring and evaluation mechanisms. In answer to the question on what criteria UNFPA used to cost out country programmes, the Deputy Executive Director (Programme) noted that this was done in accordance with the criteria established by the Governing Council in decision 81/7.

121. The Executive Board approved the country programme for the Philippines (DP/FPA/CP/139).

## 4. Chad

122. Three delegations commented on the proposed programme. One delegation asked for more information on the proposed support for the construction of health facilities. The delegation also asked how UNFPA would ensure the quality of IEC inputs and of service delivery and what plans were envisaged for auditing. The same delegation further inquired whether technical expertise would be adequate for evaluation, planning and the development of indicators. Another delegation, while confirming her Government's intention to coordinate its activities in Chad with those of UNFPA, pointed out that coordination with other donors had not been mentioned. A third delegation expressed the hope that lessons learned from the previous programme would be taken into account in the implementation of the proposed programme.

123. The Director, Africa Division, indicated that while the World Bank would provide the bulk of the assistance for construction of health facilities, UNFPA would provide modest assistance in this area, to be used in case of delays in Bank assistance. This was consistent with recent UNFPA policy in this respect. The Director further commented that the quality of IEC inputs as well as of service delivery would be ensured through both training and the conduct of socio-cultural research. With regard to programme audit, the Director stated that standard audit practices would be applied by both external and United Nations auditors.

124. The Executive Board approved the country programme for Chad (DP/FPA/CP/135).

## 5. Zambia

125. Several delegations commented on the proposed programme. One welcomed UNFPA's efforts to improve access to family planning and reproductive health services and appreciated the focus on women and young people. His delegation would have liked more information on plans and schedules for providing support to the additional 120 service facilities covered by the programme as well as on specific indicators for measuring programme performance. Such information might in future be usefully provided in an annex to the reports. Another delegation welcomed the new focus on integrating family planning services into primary health care facilities. A third delegation, noting that the programme had a number of projects with shared responsibilities among different donors, asked how UNFPA would determine what its specific responsibilities would be in such projects.

126. The Director, Africa Division, said that the objectives set by the Government would provide specific indicators by which the programme could be evaluated. These included, among others, increasing the contraceptive prevalence rate from 15 per cent to 25 per cent by the year 2000 and increasing the number of new acceptors of contraception. He noted that the projects with shared responsibilities would be monitored in accordance with standard UNFPA procedures, which included annual tripartite reviews as well as mid-term reviews. This would ensure a clear delineation of shared responsibilities among donors. He did acknowledge in this context, however, that the different procedures among donors did at times create problems and therefore required close scrutiny.

127. The Executive Board approved the country programme for Zambia (DP/FPA/CP/136).

### 6. Nicaragua

128. Several delegations expressed support for the proposed programme. One stressed the need to orient the programme to the schools in order to address the needs of young people 15 to 19 years of age, since fertility rates among this age group were high. Another asked how UNFPA intended to address difficult areas, such as decentralization in implementation, quality of technical assistance, and absorptive capacity of national institutions. The delegation further asked if individual projects had built-in indicators to be used for monitoring. The delegation questioned whether the lack of male sterilization in the estimated demand for family planning services meant that there would be no IEC efforts targeted at men. The delegation also wondered if IEC materials developed in other countries could be modified for use in Nicaragua instead of creating new ones. A third delegation asked if the special consideration for youth included provision of services to them. The delegation also asked the reason for the high percentage of female sterilization as a method of contraception.

129. The Director, Latin American and Caribbean Division, explained that UNFPA intended to address the difficult areas mentioned above by strengthening national capacity in the area of reproductive health and family planning mainly through the training of doctors and paramedics. She assured the Board that IEC materials already developed in other countries would be examined to see if they could be adapted for use in Nicaragua. She did note, however, that specially targeted materials would likely have to be developed in order to reach the poorest populations living in special social and cultural conditions. She also confirmed that IEC activities targeted at men would be conducted. Regarding the query on built-in indicators, she said that such indicators would be used for monitoring project activities. Efforts would also be made, however, to assess the true impact of the programme, which could not be measured by such indicators alone. In answer to the questions on reproductive/family planning services for youth, she responded that the targeted youth would be provided with such services. Concerning the high percentage of female sterilization, she indicated that it was due to the lack of access to information on and methods of family planning.

130. The Executive Board approved the proposed country programme for Nicaragua (DP/FPA/CP/140).

## B. Interim reports

### 1. Equatorial Guinea

131. Several delegations commented on the interim report. One noted that family planning services had to be strengthened and their availability and use expanded. Another identified several follow-up actions that were essential to the success of the programme. These included, among others, providing the requisite technical cooperation, giving special relevance to MCH/FP and the promotion of women, and ensuring effective coordination among donors.

132. The Director thanked delegations for their comments and their support.

133. The Executive Board took note of the interim report on the implementation of the second UNFPA country programme for Equatorial Guinea (DP/1994/50).

## 2. Rwanda

134. The Director, Africa Division, noted that, owing to the recent events in Rwanda, UNFPA had suspended its programme there and evacuated its programme staff. He said that UNFPA would work closely with other United Nations agencies in providing emergency assistance to the Rwandan people. In the case of UNFPA, such assistance would be funded from the budget of the UNFPA country programme approved last year and be provided in the form of services, equipment and medical supplies in the area of reproductive health care, including maternal and child health/family planning.

135. Numerous delegations expressed their sincere concerns over the situation in Rwanda and strongly supported the Fund's commitment to provide such assistance.

136. The Executive Board then adopted the following decision:

### 94/25. Assistance to Rwanda

The Executive Board

1. Encourages UNFPA, given the current situation in Rwanda, to support, in appropriate ways and in collaboration with other relief agencies, emergency assistance to the people of Rwanda from the third population programme resources on an exceptional basis;

2. Requests the Executive Director of UNFPA to report to the Executive Board at its next annual session on measures taken to implement this decision.

16 June 1994

## VIII. UNITED NATIONS TECHNICAL COOPERATION ACTIVITIES

137. On 6 June 1994, the Executive Board postponed consideration of this item to its third regular session, tentatively scheduled for 6-10 October 1994.

## IX. OFFICE FOR PROJECT SERVICES

138. The Administrator introduced the report of the Secretary-General on the Office for Project Services (OPS) (DP/1994/52). He explained that it contained a new proposal put forward since the second regular session of the Executive Board in May 1994. The proposal had been developed in response to concerns expressed by Member States, and he urged its acceptance by the Board. He also added that he had been requested to inform the Board of the Secretary-General's desire for the Management Coordination Committee to be chaired by the Administrator.

139. The views of delegations regarding the proposal varied. Some favoured its acceptance, while others expressed reservations, in particular citing concern that it did not reflect the agreements reached at the second regular session of the Executive Board and at informal consultations. Several delegations opposed the creation of a new United Nations agency, which would cause extra expense, and emphasized their support for a close association of OPS with UNDP. A continued linkage, however, should include provisions ensuring improved transparency, an element that some stated should be reflected in the decision of the Board. Differing views were expressed on the proposed arrangement for management oversight of OPS. Several delegations underlined their support for a structure headed by the Administrator. Others doubted that OPS needed any oversight body other than the UNDP Executive Board, and there was widespread support for OPS to continue to report to the Board. One delegation believed that the OPS Executive Director should report directly to the Board, rather than through the Management Coordination Committee (MCC); it was agreed that while reports would be submitted to the Board through the MCC, OPS would continue to be represented at Board meetings by its Executive Director. There was universal insistence that a decision must be taken during the current session of the Board, with several delegations emphasizing that delay was detrimental to the effectiveness of OPS service to developing countries.

140. The representative of the World Bank cited the important role OPS played in assisting World Bank borrowers, through management services agreements, to implement loan projects, and recorded its advocacy for the status of OPS as an autonomous profit-centre with strong linkages to UNDP.

141. In response, the Administrator underlined the flexibility shown by the Secretary-General on the issue of OPS and stated that he hoped that the Board could reach consensus at the current session. The Administrator noted, in response to questions, that the Secretary-General's proposal to maintain "the existing financial and personnel regime" with UNDP included the existing UNDP personnel reassignment process.

142. Following informal consultations, a draft decision was presented to the Board. One delegation requested clarification as to the definition of the term "implementation", as used in the text of the draft. In reply, the Vice-President explained that the word used in the context of the draft was of a broad nature, so as to distinguish between the role of UNDP in funding and coordination, on the one hand, and the role of OPS on the other.

143. Based on discussions of the draft, the Board adopted the following decision:

## 94/12. Office for Project Services

The Executive Board

1. Takes note of the Secretary-General's intention to strengthen the coordinating and central funding roles of the United Nations Development Programme in accordance with General Assembly resolution 47/199, and other relevant resolutions and to ensure that the Office for Project Services will undertake implementation rather than funding activities;

2. Recognizes the need for a self-financing Office for Project Services, which should become a separate and identifiable entity, without the establishment of a separate administrative apparatus;

3. Stresses the importance of OPS continuing to operate within the United Nations development system and not becoming a new agency;

4. Underlines the need to enhance further the role of the Executive Board in providing overall policy guidance for and supervision of OPS;

5. Recommends to the General Assembly that, instead of the merger proposed in Governing Council decision 93/42 of 18 June 1993, the Office for Project Services should become a separate and identifiable entity in a form that does not create a new agency and in partnership with the United Nations Development Programme and other operational entities, whose administrative support, including that relating to financial and personnel matters, will continue to be provided by UNDP and that the Office should continue to work through the UNDP field network;

6. Agrees in principle to the Secretary-General's proposal to establish, within existing resources, a Management Coordinating Committee for the Office for Project Services in order to address certain perceived conflicts of interest between the coordinating and implementing roles of the United Nations Development Programme, subject to consideration of a report to be prepared by the Administrator in consultation with the Under-Secretary-General for Administration and Management and the Under-Secretary-General for Development Support and Management Services, on its precise role and functions at its third regular session in 1994;

7. Endorses the Secretary-General's recommendation that the Committee would consist of:

Chairman: The Administrator of the United Nations Development Programme

Members: The Under-Secretary-General for Administration and Management

The Under-Secretary-General for Development Support and Management Services

Secretary: The Executive Director of the Office for Project Services;

8. Decides that, subject to paragraph 6 of the present decision, the Executive Director will report to the Secretary-General and the Executive Board through the Management Coordinating Committee;

9. Agrees also in principle to the Secretary-General's proposal to establish, within existing resources, an Office for Project Services Users

Advisory Group, under the chairmanship of the Under-Secretary-General for Development Support and Management Services, with the responsibility of ensuring that the Office for Project Services is fully aware of the concerns of United Nations organizations and others who utilize its services and with the responsibility of making appropriate recommendations;

10. Requests the Executive Director of the Office for Project Services, in collaboration with the Administrator and subject to the approval of the recommendation in paragraph 5 above by the General Assembly, to report to the Executive Board no later than at its third regular session through the Advisory Committee on Administrative and Budgetary Questions on ways of establishing the Office for Project Services as a separate and identifiable entity and of increasing the transparency of its operations, including proposals concerning:

(a) The precise role and composition of the Office for Project Services Users Advisory Group;

(b) The establishment of a separate contracts committee;

(c) Any necessary revision of the financial and procurement rules of the United Nations Development Programme as they apply to the Office for Project Services in order to ensure the efficiency of the office and to enable it to work in a businesslike manner;

(d) More transparent accounting procedures for the Office for Project Services, including improved auditing;

(e) The responsibility of the Office for Project Services in personnel matters;

(f) Ways of ensuring that the Office for Project Services perform implementation functions and that it operate on a self-financing basis.

9 June 1994

## X. OTHER MATTERS

144. One representative made a brief statement on the role of UNDP in the international fight against narcotic drug production and trafficking. She urged UNDP to submit its agency implementing plan for the new United Nations System-Wide Action Plan on Drug Abuse Control in time for the 1994 Economic and Social Council since the topic of its coordination segment would be United Nations system drug-control activities. Emphasis on clear and sustained direction to country offices in drug-affected areas on ways to integrate drug control and prevention in development programmes should be included.

145. One representative made a statement regarding General Assembly resolution 48/210, in which the Assembly invited competent organs and specialized agencies of the United Nations system to consider how their assistance programmes and facilities might be helpful to States affected by the implementation of the Security Council resolutions imposing sanctions against the Federal Republic of Yugoslavia (Serbia and Montenegro). The representative noted the deep concern of his delegation that the resolution be implemented by UNDP. His delegation reserved the right to raise the issue at the third regular session of the Board in October 1994.

## XI. OVERVIEW OF DECISIONS ADOPTED AT THE ANNUAL SESSION

### 94/18. Overview of decisions adopted by the Executive Board at its annual session 1994

A

The Executive Board

Recalls that during the United Nations Development Programme segment of the annual session 1994 it:

ITEM 1: ORGANIZATIONAL MATTERS

Approved the agenda and the work plan for its annual session 1994 with the decisions regarding items 5 and 8 indicated below under these items (DP/1993/L.3);

Approved the report of the second regular session 1994 with the comments received (DP/1994/9);

ITEM 2: ANNUAL REPORT OF THE ADMINISTRATOR AND RELATED MATTERS

Took note of the following reports:

Annual report of the Administrator for 1993 (DP/1994/10 and Add.1-5 and DP/1994/10/Add.2/Corr.2);

UNDP follow-up to General Assembly resolution 47/199 (DP/1994/22);

Follow-up to the United Nations Conference on Environment and Development (DP/1994/11);

Adopted decision 94/15 of 10 June 1994 on the 1994 Human Development Report;

Adopted decision 94/13 of 9 June 1994 on the role of the United Nations Development Programme in the implementation of the United Nations New Agenda for the Development of Africa in the 1990s;

ITEM 3: FUTURE OF UNDP

Adopted decision 94/14 of 10 June 1994 on the future of the United Nations Development Programme;

ITEM 4: MATTERS RELATING TO THE PROGRAMMING CYCLES

Adopted decision 94/16 of 10 June 1994 on the mid-term review of the fifth programming cycle;

Adopted decision 94/17 of 10 June 1994 on issues relating to the sixth programming cycle;

Adopted decision 94/11 of 8 June 1994 entitled "Matters relating to the programming cycles: South Africa", in which the Republic of South Africa was welcomed as a recipient country;

ITEM 5: LOCATION OF UNDP/UNFPA HEADQUARTERS

Decided not to consider this agenda item;

ITEM 8: UNITED NATIONS TECHNICAL COOPERATION ACTIVITIES

Decided to postpone consideration of United Nations technical cooperation activities to the third regular session 1994;

ITEM 9: OFFICE FOR PROJECT SERVICES

Adopted decision 94/12 of 9 June 1994 on the Office for Project Services.

10 June 1994

B

The Executive Board

Recalls that during the UNFPA segment of the annual session 1994 it:

ITEM 1: ORGANIZATIONAL MATTERS

Agreed on the work plan for the UNFPA segment with the changes suggested, including the decision of the Executive Board taken on 9 June 1994 to postpone its consideration of the field visit reports to the third regular session; it was also agreed that future field visit reports should be considered only at regular sessions;

Approved the report of the annual session 1994 with the comments received (future DP/1994/55);

Adopted decision 94/24 of 16 June 1994 on documentation.

Agreed to decide dates for future sessions at the third regular session 1994 based on the following reservations made:

Regular session: 10-13 January 1995

Regular session: 24-26 April 1995

Annual session: 5-16 June 1995

Regular session: 25-29 September 1995

ITEM 6: UNFPA: ANNUAL REPORT OF THE EXECUTIVE DIRECTOR AND PROGRAMME-LEVEL ACTIVITIES

Took note of the following reports:

Annual report of the Executive Director for 1993 (DP/1994/44)

Update on the UNFPA Review and Assessment Exercise (DP/1994/48)

Periodic report on evaluation (DP/1994/46)

Status of financial implementation of Governing Council-approved country programmes and projects (DP/1994/49)

Adopted decision 94/19 of 16 June 1994 on the Global Initiative on Contraceptive Requirements and Logistics Management Needs in Developing Countries in the 1990s;

Adopted decision 94/20 of 16 June 1994 on the work plan for 1995-1998 and request for programme expenditure authority;

Adopted decision 94/21 of 16 June 1994 on the Commemoration of the twenty-fifth anniversary of the operations of the United Nations Population Fund;

Adopted decision 94/22 of 16 June 1994 on the United Nations joint and co-sponsored programme on HIV/AIDS;

Adopted decision 94/23 of 16 June 1994 on implementation of General Assembly resolution 47/199;

ITEM 7: UNFPA: COUNTRY PROGRAMMES AND RELATED MATTERS

Country programmes:

Approved the following country programmes as presented, subject to the availability of resources, and authorized the Executive Director to make the necessary arrangements for their management, funding and execution:

Assistance to the Government of Chad (DP/FPA/CP/135)

Assistance to the Government of Zambia (DP/FPA/CP/136)

Assistance to the Government of the Islamic Republic of Iran (DP/FPA/CP/137)

Assistance to the Government of Maldives (DP/FPA/CP/138)

Assistance to the Government of Nicaragua (DP/FPA/CP/140)

Assistance to the Government of the Philippines (DP/FPA/CP/139)

Interim reports:

Took note of the interim report on the implementation of the second UNFPA country programme for Equatorial Guinea (DP/1994/50);

Adopted decision 94/25 of 16 June 1994 on assistance to Rwanda.

16 June 1994

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